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Progress report on the implementation of the Peacebuilding Strategic Framework for Guinea-Bissau*

I. Introduction

1. The Peacebuilding Commission and the Government of Guinea-Bissau adopted the Peacebuilding Strategic Framework on 1 October 2008 (PBC/3/GNB/3). As part of the follow-up process on the implementation of the Strategic Framework, the Government and Commission review on a six-monthly basis the implementation of the adopted peacebuilding strategy. Although initially scheduled for the first quarter of 2009, the first six-monthly report was not prepared, largely owing to the unfortunate events of 1 and 2 March 2009, which resulted in the deaths of the President of the Republic, João Bernardo Vieira, and the Chief of the General Staff of the Armed Forces, General Tagme Na Waie. Instead, the present annual report was prepared following the visit to Bissau of the Chairperson of the Commission's Guinea-Bissau configuration, Maria Luiza Viotti (Brazil), from 7 to 12 December 2009. The governmental technical team that took part in the drafting of the Strategic Framework in 2008 was reactivated. Following various consultations with the other peacebuilding partners, including the United Nations system, development partners, civil society organizations, the National Assembly and religious leaders, the National Peacebuilding Steering Committee of the Peacebuilding Fund adopted the present report. It covers the period 1 October 2008 to 30 October 2009, takes into account progress in implementing mutual commitments and the difficulties that the parties involved experienced with the Strategic Framework, and sets out a number of recommendations on the next steps.

2. The present report has been prepared despite the fact that the Government and Commission have not yet adopted a monitoring mechanism and a matrix of indicators and results, as provided for in the Strategic Framework. Hence, the report covers peacebuilding trends, challenges and risk analyses, in addition to assessing progress towards fulfilling the commitments of the Government and Commission. The present report takes into account a report on the implementation of the national poverty reduction strategy paper and a review of World Bank activities in Guinea-Bissau.

* The present report was approved by the National Peacebuilding Steering Committee, comprised of key national and international stakeholders, on 10 December 2009; it was prepared in broad consultation with civil society and international partners present in Guinea-Bissau.

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II. Peacebuilding trends, challenges and risk analyses

3. Although some important developments have been achieved in terms of political and social stability in Guinea-Bissau since the adoption of the Strategic Framework, the period under review was marked by assassinations of the President of the Republic, João Bernardo Vieira, and the Chief of the General Staff of the Armed Forces, General Tagme Na Waie. In the existing climate of impunity, the investigations initiated by the Attorney-General, at the request of the Government, have yet to be completed.

4. Violence marred the political campaign to elect the President of the Republic, when two members of the National Assembly, Hélder Proença and Baciro Dabo (the latter also a presidential candidate), were assassinated on 4 and 5 June 2009, on the pretext that they had been involved in an alleged coup attempt. As in the cases of João Bernardo Vieira and Tagme Na Waie, the contexts of these killings remain unclear, especially since judicial investigations have yet to be completed. The reaction of the authorities towards the events of June 2009, whereby five people were detained by the State Information Service (Intelligence), constitutes a clear violation of human rights.

5. The response of the international community to the requests of the Prime Minister, Carlos Gomes Júnior, to provide support for the two national commissions of inquiry into the events of March and June 2009, is not yet forthcoming. The Secretary-General of the United Nations, in his response to letters from the Prime Minister, referred to the need for coordination among the different regional stakeholders — the African Union, the Economic Community of West African States (ECOWAS) and the Community of Portuguese-Speaking Countries — and the United Nations. In its resolution 1876 (2009) of 26 June 2009, the Security Council requested that the major multilateral organizations present a common proposal for the international community to provide support to the national institutions of Guinea-Bissau.

6. A year after the adoption of the Strategic Framework, strengthening institutional capacities and creating a culture of respect for the principle of separation of powers were identified as essential for rebuilding a more stable Guinea-Bissau, and they remain priorities. Similarly, the list of priorities the Government had identified in 2008 continues to be generally valid for peacebuilding in Guinea-Bissau. These include elections and ensuring institution-building for the National Electoral Commission; measures to jump-start the economy and rehabilitate infrastructure, particularly in the energy sector; security and defence sector reform; strengthening the justice sector, consolidating the rule of law and combating drug-trafficking; public administration reform and modernization; and social questions critical for peacebuilding.

A. Elections and institution-building for the National Electoral Commission

7. The electoral cycle of 2008-2009 was conducted in accordance with international principles. The electoral campaign and the legislative election held on 16 November 2008 were properly conducted. Although not anticipated at the time of adoption of the Strategic Framework, the presidential election of 2009 was proper

and enjoyed significant support by the international community. The success of this electoral cycle cannot be dissociated from the strong commitment of such partners as the United Nations Development Programme (UNDP), which contributed to the planning of the elections, mobilized resources, coordinated international assistance, managed the trust fund and allowed for the timely implementation of all activities in preparation for the elections. Although the Guinea-Bissau electoral machine is fine-tuned, the remarkable contribution of the international community was essential for the holding of transparent, free and fair elections. One sign of fairness in the process of choosing a successor for João Bernardo Vieira was the manner in which the runner-up, Kumba Iala, accepted the results of the election, which was won by Malam Bacai Sanhá.

8. Also, the transparency of the electoral process of 2008, which was acknowledged both nationally and internationally, strengthened the Bissau-Guinean political institutions. The African Party for the Independence of Guinea and Cape Verde (PAIGC), with 227,036 votes and 67 of 100 seats in the National Assembly, received the greatest popular support, followed by the Party for Social Reform (PRS), with 115,409 votes and 28 seats, and the Republican Party of Independence for Development (PRID), with 34,305 votes and three seats. The National Democratic Party (PDN) (10,721) and the Democratic Alliance (AD) (6,321) elected one member of Parliament each.

9. The electoral census of the population of Guinea-Bissau was conducted in 2008 within the established dates and in accordance with electoral law. The 593,557 electors that were registered represented an increase of about 10 per cent relative to the census of 2005. The updated electoral list will serve as the basis of reference for future elections.

10. It was the first time in the electoral history of Guinea-Bissau that all the parties running in the election of November 2008 received from the National Electoral Commission an electronic file containing a soft copy of the country's electoral roll.

11. Various civic education and public-awareness initiatives contributed to the 82 per cent rate of electoral participation in 2008. Greater attention was paid to women and youth, with specific campaigns targeting them. To that end, and counting on the support of civil society organizations, the United Nations adopted a common strategy that proved to be efficient. The turnout in the first and second rounds of the presidential election had decreased remarkably (60 and 61 per cent, respectively) relative to the 2008 legislative election. That decrease appeared to have been a response of the population to violence, impunity and the incapacity of politicians to solve the most basic problems of the population. As a result, the strategy of the civic education campaign was strengthened in the second round.

12. This electoral cycle helped to strengthen the capacities of the National Electoral Commission in managing the electoral process since its professional performance was acknowledged by all, thus enhancing its authority in the view of the different political stakeholders.

13. As to the future electoral cycle, including regional elections, the Government will continue to be supported in order to consolidate the achievements obtained in this sector in 2008, namely through the strengthening of the capacities of the different national stakeholders in managing the electoral process. In the context of

the regional elections, some preparatory steps would therefore have to be taken, such as updating the legislation on regional elections.

B. Measures to jump-start the economy and rehabilitate infrastructure, particularly in the energy sector

14. The performance of Guinea-Bissau public finances has improved remarkably in the last 12 months. The Government that emerged from the legislative election of November 2008 decided on the timely payment of civil service salaries as its major goal in the field of financial policy. Government efforts to regularize its current-accounts management through budgetary support provided by long-term partners (World Bank, International Monetary Fund, European Union, ECOWAS, West African Economic and Monetary Union (WAEMU), Central Bank of West African Countries, Angola, Libyan Arab Jamahiriya, Turkey) contributed to decreasing to some extent the social tension that stemmed from the chronic salary arrears. Although the Government has managed on its own to make most civil service salary payments on a regular basis, there are still three months of salary arrears for 2008 and some teachers — those on contract — have yet to receive a significant portion of their wages.

15. Another reason for the increase in State revenues concerns the taxes collected from exporting cashew nuts. According to available data, 2009 was the best year ever for cashew production, with 135,000 tons exported, mostly to India. In order to increase the exportation of cashew nuts — in 2008 Guinea-Bissau exported only 109,000 tons of cashew nuts — inland export through Senegal and the Gambia, where export taxes are lower than in Guinea-Bissau, was restricted by executive decree.

16. In contrast to the improvements in the performance of public finances, external debt service remains problematic. Not only is it worsened by State debt to the private sector but it also hinders the competitiveness of the economy. To reactivate the economy and successfully attract foreign investment, the Government has approved a code of private investment.

17. At the infrastructural level, the inauguration of the São Vicente Bridge, half way between Bissau and the northern border with Senegal, has facilitated automobile circulation in one of Guinea-Bissau's major highway axes, with excellent dividends for trade. The rehabilitation of the fishing port of Bissau, at Alto Bandim, has been started, as well as of the port of Buba, where the subregion's biggest deep-water port will be built. It is expected that the port, included in the project for exploiting bauxite in the mines of Guinea-Bissau, Guinea, Mali and Senegal, will have considerable impact on jump-starting the economy of Guinea-Bissau. Some progress has also been made in the energy and water sectors, namely in Bissau, with the expansion of water and energy networks, water-counter installation and supply of two generators, with a total capacity of 3 megawatts, as well as technical assistance to the Guinea-Bissau Water and Energy Enterprise for commercial areas, supplied by the Société nationale d'électricité du Sénégal (Senelec).

18. As to private sector development, Guinea-Bissau still has a long way to go. The country is ranked third from the bottom in the world in the World Bank annual *Doing Business Survey*. This reflects the extremely difficult bureaucratic and legal

maze that must be dealt with by any entrepreneur seeking to operate a business in the country. As suggested in a joint assessment by the World Bank, UNDP, the United Nations Conference on Trade and Development, the Centre for International Trade and the World Trade Organization on trade integration, eliminating these bureaucratic obstacles and putting in place a structured public-private sector consultative mechanism to achieve consensus on reform priorities and monitor the implementation of reform policies is a prerequisite for increasing private investment in the country.

19. Although there has been some improvement in the performance of public accounts, Guinea-Bissau continues to be extremely dependent on external aid to fulfil State commitments, in the form of direct budgetary supports, which jeopardizes any investment strategy on infrastructure. The response to Guinea-Bissau's structural needs for a network of transport, production and distribution of electrical energy and basic sanitation is totally dependent on external aid. The world economic crisis also affected the country's economic growth and increased the vulnerability of its population.

C. Security and defence sector reform

20. Within the framework of security and defence sector reform, many steps have been taken towards implementing the strategic document for restructuring and modernizing the sector, as approved in 2006 by the Government and the National Assembly. However, reform has not progressed as quickly as desired, particularly with regard to the security forces, which, in terms of producing legal texts, is far in arrear than the Defense. In spite of having its own functioning forums, such as the Steering Committee for Security Sector Reform and its respective technical secretariat, there remains a widely recognized need for improvement in this sector.

21. The European mission for security sector reform has been extended for six months and the Government has already approved some reform bills. The study on a pension fund for the military and police forces has already been discussed with the Government and was subsequently approved by the Council of Ministers.

22. In April 2009, in Praia, Cape Verde, 28 countries and 10 international organizations convened a round table and adopted an action plan for Guinea-Bissau security sector reform. The purpose of the action plan was to facilitate the identification of resources and interested partners to support the reform.

23. During the period under review, the Government completed the process of the Armed Forces census, whereby 4,458 members of the military had been registered. In addition, the former combatants were subject to a census process, which was completed with a count of 5,680. The involvement of the military in discussions on security sector reform was pivotal in creating a sense of ownership.

24. Important efforts have been made at the technical and financial levels, by both Government and international partners, including a study on the security forces pension fund and the approval of a legislative package relating to the Ministry of Interior and the security forces. The upcoming donor's round table will be crucial for mobilizing resources for the implementation of the activities foreseen for this sector.

D. Strengthening the justice sector, consolidating the rule of law and combating drug-trafficking

25. An important reform in the sector of justice is ongoing in Guinea-Bissau. Coordinated by the Ministry of Justice, it includes the participation of a considerable number of partners, such as WAEMU, ECOWAS, the European Union, UNDP, the United Nations Office on Drugs and Crime, the United Nations Children's Fund, the United Nations Peacebuilding Support Office in Guinea-Bissau, the Peacebuilding Fund, Plan Guinea-Bissau, Brazil and Portugal. The interventions in this area include the rehabilitation of infrastructure, building the capacity of justice sector professionals and legislative review. Ongoing reform in this sector, however, appears to be isolated from the larger process of security sector reform of which it should be an integral part, as envisaged in the national strategy for restructuring and modernizing the security sector.

26. During the period under review, the Government proceeded to inventory the locations for regional registry and public notary offices; agreed with the National Assembly to locate the Bissau Regional Tribunal in a building provided by the Assembly; completed studies on the prototypes of regional tribunal model projects and registry offices; and started the rehabilitation of the prisons of Bafatá and Mansoa. Interventions in the area of infrastructure are absolutely necessary to strengthen all elements of the judicial sector. The majority of buildings where judicial offices function — the tribunals, the Office of the Prosecutor, the registry offices — are in a deplorable state of maintenance. In some regions, for instance, judges live and work in the same space, i.e., in their own office at the tribunal, which is an impediment to the decentralization, effective development and accessibility of the justice system.

27. As to the strengthening of institutional capacity, there has also been a significant effort to contribute to the proper administration of justice and consolidate the rule of law. One hundred and fifty-seven inspectors, agents and technical support staff of the judiciary police have been trained. A coordination mechanism between the Office of the Attorney-General and the judiciary police has been set to work. Magistrates have received training in criminal law and the criminal law code, among other subjects, while justice officials have been trained in administrative procedures and judicial expenses. The minors' guardianship received in kind support to strengthen the response to protection assistance cases involving minors, and benefited from national-level training that targeted judicial and police agents involved in legislation and protecting children.

28. The strengthening of institutional capacity and the reported decrease in drug-trafficking in the subregion, particularly with regard to cocaine, have contributed to greater stability in Guinea-Bissau. Nonetheless, more resources need to be channelled towards materializing the anti-narcotic plan; moreover, a vast region of the country, the Bijagos Archipelago, remains permeable to drug-trafficking, and lacks any permanent presence of the judiciary police or a detention centre, as well as effective communications and rapid transport with the mainland.

29. As to legislation, the Government has already adopted an important number of laws in the justice sector, namely a bill on the Judicial Coordination Council, access to justice and regulation for detention centres. Similarly, within the framework of harmonizing national legislation with the Convention on the Rights of the Child,

bills have been drafted and proposed on the trafficking of persons and female genital mutilation but still await the approval of the National Assembly, along with other proposed bills on the organization of criminal investigation and the judicial system.

30. The implementation of justice sector reform is crucial for combating impunity, a factor that has continued to affect stability in Guinea-Bissau. Although Peacebuilding Fund projects on the rehabilitation of prisons have made important progress in three regions, the country still lacks a prison, which puts some achievements of the sector at risk. Indeed, the construction of a prison that would meet all standards of security and respect for human rights is an urgent need that continues to be ignored and for which there is no available funding.

E. Public administration reform and modernization

31. The programme of reform and strengthening of capacity of civil servants, scheduled for adoption by the Council of Ministers in 2009, would allow the creation of the necessary framework for the intervention of the involved partners. The results of the biometric census of civil servants, finalized in August 2009, are at the data-processing stage and the exact number of civil service agents was expected to be established by the end of 2009. The laws and organic frameworks of the ministries, drafted in 2007, should be reviewed for a better definition of the missions of the different State departments, taking into account the programme and the results of the biometric census. In addition, a study was planned to define the strategies and key interventions envisaged for the economic integration of redundant civil servants. A study for the reform of the pensions system is scheduled to be conducted.

32. In the field of strengthening capacities, the national administrative training centre is in a transformational phase; it is expected to become a national school of administration in the beginning of 2010. The above-mentioned programme, which conducted a needs assessment for strengthening capacities in terms of technical assistance, should serve as the basis for launching large-scale activities. Ongoing activities in the area of e-governance, namely, the installation of a data centre and the equipment of departments of State at the local level, will contribute to improving the delivery of public services, the management of State human resources and the management of public finances. The drafting and adoption in 2008 of a law on the national system of statistics, as well as Government efforts to improve the monitoring and strategic planning of the economy and the budget and debt management, are measures designed to improve the performance of public administration.

F. Social questions critical for peacebuilding

33. In the social sectors, particularly in the areas of health and education, remarkable improvements have not been reported, although both non-governmental organizations and religious institutions have played a relevant part in providing aid to the most distressed populations. In the health sector, the Government increased the number of professionals based at the local level, facilitating increased access to primary health care. One hundred and fifteen polyvalent nurses were trained and

distributed to the various regions of the country, helping to scale up health coverage nationwide. In another clear sign of the priority the Government wishes to place on the health sector, US$ 177,000 were made available for the procurement of traditional vaccines.

34. In spite of these steps, the health sector continues to depend to a large extent on international aid. More than 90 per cent of the budget of the ministry derives from the contributions of Guinea-Bissau partners. The Government has little margin for making investments in infrastructure or replenishing hospital pharmacies, because the salaries of civil servants account for most of the sector's budget. Investment expenses thus continue to be secured almost totally by foreign aid.

35. Unlike in 2008, in 2009 Guinea-Bissau did not experience an outbreak of cholera, partly thanks to public awareness campaigns and improved access to potable water.

36. The crisis of the education sector was very evident in 2008/2009. Difficulties related to the payment of salaries led to a long strike by teachers. The commencement of the school year would have been impossible without the financial support made available to the Government by the World Bank.

37. In education, as in other areas of governance, the major problem is budget sustainability, in particular the payment of wages. Still, the Government managed to regularize much of its salary arrears, except for teachers on contract and newly recruited teachers, whom the State owes seven months of wages.

38. Another obstacle that the education sector faces is tied to the lack of readily available textbooks for the first through the sixth years of education. Since 2005, textbooks have not been produced in Guinea-Bissau.

39. While struggling to cope with the 20,000 children entering the education system every year, the Government sees itself as equally challenged by the lack of qualified human and financial resources to manage the education system and regulate the activities of the private schools that have been proliferating in recent years in Bissau.

40. At the level of education policy, the Government took the significant step of adopting an education policy charter (2009-2020) and a related plan of action, which identify priority areas for intervention, strengthening coordination among different actors and mobilizing financial resources. The Government issued several legislative documents that give it access to the World Bank "fast track" initiative funds in support of the education sector.

41. The Ministry of Justice has defined a national civil registration policy, including the social sector as a whole, in order to adopt international and community strategies to increase the number of registered children in Guinea-Bissau (currently, only about 39 per cent of children under five years of age are registered).

42. Given the inexistence of a social protection policy for vulnerable groups, the Ministry of Women, the Family, Social Cohesion and Combating Poverty developed a strategy with the objective, through an integrated, cross-cutting and coherent approach, of guiding intervention by State and international partners to substantially increase the protection of children in situations of vulnerability by reducing risk factors and enhancing family, community and institutional protection mechanisms.

The strategy and a related plan of action place special emphasis on orphans and persons living with HIV/AIDS.

43. Guinea-Bissau submitted its first report on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women in August 2009. At the same time, the National Institute of Women and Children started the process of developing a national policy on the promotion of gender equality and equity.

III. Regional and subregional dimensions of peacebuilding in Guinea-Bissau

44. In a volatile region, with a number of ongoing tensions between the States and populations of its major neighbouring countries, there are three major subregional threats to peacebuilding in Guinea-Bissau: (a) the rekindling of separatist activities in the Senegalese region of Casamance, in the North of Guinea-Bissau; (b) political and social instability in Guinea; and (c) trafficking in the subregion, of persons, small arms and drugs.

45. The stability of the region of Casamance and frank collaboration between the Governments of Guinea-Bissau and Senegal on the demarcation of the border line between the two States in the northern zone of Guinea-Bissau is essential for peacebuilding in Guinea-Bissau.

46. Socio-political instability in Guinea, particularly following the events of 28 September 2009, raised concerns in Guinea-Bissau, leading the authorities of Guinea-Bissau, with the help of the United Nations and the International Red Cross Committee, to conceive a contingency plan in case Guinea-Bissau had to accommodate a considerable number of refugees seeking shelter in the northern region of Guinea. Any socio-political development in the subregion eventually spills into neighbouring countries. A climate of dialogue between the two Governments is in turn critical for maintaining good-neighbourly relations between Guinea and Guinea-Bissau and to avoid the emergence of any distrust from the past.

47. The predominance of trafficking in persons, small arms and drugs continues to be the subject of many reports, with the Office of the United Nations against Drugs and Crime stating that drug-trafficking continues to be a threat to stability in Guinea-Bissau. Although some progress has been made in the area of combating drug-trafficking and organized crime, they remain prevalent and the implementation of a regional strategy continues to be essential to efficiently combat the scourge of drug-trafficking. The same applies to the trafficking of persons, in particular of women and children, and of small arms. Mostly because of extensive border zones between the various countries of the subregion without appropriate State control, smugglers continue to operate with impunity.

IV. Conclusions and recommendations

General considerations

48. Given the specificities of Guinea-Bissau and the difficulties that different partners face in implementing projects, and also taking into account that the priority

areas identified in the Strategic Framework remain generally valid, it is suggested that the Government and Commission consider conducting annual rather than six-monthly reviews of the implementation of both parties' commitments. This exercise, important for gauging the status of implementation of major commitments, will not have less impact if carried out only once a year.

49. The order of enumeration of the different priority areas of the Strategic Framework may divert attention from the most pressing needs for stability in Guinea-Bissau. The priority area of elections, although it is important for peacebuilding in the country as noted above, should not be deemed, following the conclusion of the legislative and presidential electoral cycle, to be the most important priority. Although it is up to the Government to design the priority plan for peacebuilding, the following order of priority areas is suggested: (a) security sector reform; (b) justice sector reform; (c) economy and infrastructure; (d) social issues; (e) public administration reform; and (f) elections.

50. Civil society organizations lack technical support to effectively play their role. The Government and international partners should foster the participation of civil society in decision-making processes.

51. National reconciliation is a priority for peacebuilding in Guinea-Bissau. New initiatives in this area should be coordinated with ongoing initiatives, such as that carried out by Voz di Paz — Instituto Nacional de Estudos e Pesquisas (INEP), which can constitute an important foundation for a real and in-depth national reconciliation dialogue. The promotion of the original meeting between different religious leaders (Catholics, Protestants and Muslims), held in April 2009, could provide a source for new initiatives.

52. The activities of the Peacebuilding Commission, including the Strategic Framework, should be promoted through an awareness campaign.

A. Elections and institutional support for the National Electoral Commission

53. The priority area of elections and institution-building for the National Electoral Commission remains valid. However, the impact on the stability of Guinea-Bissau of an electoral cycle of national scope, initially anticipated to be held between 2008 and 2010 but eventually held in July 2009, with presidential elections imminent, cannot be compared with the impact of holding regional elections of local scope. Even so, support for the National Electoral Commission and the different stakeholders in the electoral process continues to be necessary through the review of the legal framework, including the role of national observers, the professionalization of electoral officials and the establishment of electronic records. As to preparing local elections, preliminary legislative drafting should be started at an early stage by the national authorities.

B. Measures to jump-start the economy and rehabilitate infrastructure, particularly in the energy sector

54. As to measures to jump-start the economy of Guinea-Bissau, the Government will need to find more resources to support the private sector. The Chamber of

Commerce, Industry and Agriculture, the major communication platform between the private sector and the Government, needs more technical support to be able to play a significant interventional role.

55. Without urgent intervention and if the current silting status of the river prevails, the port of Bissau will become inaccessible to many merchant ships, rendering it impossible for the country to provide direct access to shipping trade. Such intervention, which has not yet been funded, will cost US$ 20 million. Changes in the State management of the port and modernization of the customs services are equally important enablers of international trade in Guinea-Bissau.

C. Security and defence sector reform

56. The efforts of different partners should focus now on security sector reform. The pension fund, for instance, as a cornerstone of overall security sector reform, will need the generous contribution of partners so that it can become operational. In terms of the mobilization of resources, priority must be given to financing the pension fund.

57. Coordination among the different national and international actors involved in security sector reform is one of the obstacles to the implementation of the reform. For example, following the best international practices, the incorporation of the judiciary sector in security sector reform should be strengthened.

58. It is recommended that implementation of the security forces sector be accelerated and that it receive the same priority at implementation of the defence sector. The process of reforming the different police forces lags behind that of the defence forces, when both should be progressing at the same pace.

59. All action relating to demobilization can only be taken after the pension fund becomes effective. At the same time, it is crucial to continue to implement the national demining and disarmament strategy and to start planning how to address the issues of reintegration and reinsertion.

60. The involvement of the military and police forces in discussions related to security sector reform has been pivotal for the creation of national ownership of the process. To ensure that the military and the police forces will remain involved in the implementation of reform, its communication strategy should be strengthened so that the military and police forces and society as a whole are kept informed.

61. Improving the effectiveness of coordination is a priority beyond security sector reform. In other areas, such as in the reform of public administration, it is also an urgent need. The effectiveness of coordination, whether among national and international partners, at the general level of planning and global coordination of aid or at sector-specific levels, is essential for ensuring an effective application of ongoing reforms in Guinea-Bissau. The support that is being provided by UNDP and the African Development Bank to the Ministry of Economy, Development and Regional Integration for strengthening the capacities of its staff in the area of coordination and effectiveness of international aid must be increased.

62. To speed up its financing and ensure a better coordinated and efficacious management that responds to the priority areas, the creation of a trust fund for security sector reform (extended to justice) is proposed.

63. The National Agency for Civil Protection, expected to be operating in the year 2010, will need international support, in terms of either funding or technical assistance. One of its priorities will be the adoption of a national humanitarian contingency plan.

D. Strengthening the justice sector, consolidating the rule of law and combating drug-trafficking

64. Ongoing efforts to reform the justice sector must be increased, particularly with respect to measures for facilitating access to justice for women and vulnerable groups. Also important is the need for Guinea-Bissau to have a high-security prison so as to effectively combat impunity, identified as a major cause of the country's instability. In addition to rehabilitating and building prisons, steps must be taken to establish a legal framework for the penitentiary system.

65. As to institutional capacity-building of the rule of law, support for the National Popular Assembly should be set a priority. Training in drafting legislation and specific seminars on cross-cutting issues, such as global warming, gender equality and human rights, should be envisaged.

66. Corruption is a reality in Guinea-Bissau, that requires a thorough response from the Government. Corruption weakens the rule of law, diverts public finances and allows, among other things, the spread of drug-trafficking. As to strengthening the capacities of civil servants, attention must be given to combating corruption. Awareness-raising campaigns on the different administrative rules associated with corruption sensitization initiatives can help combat a scourge that should not be neglected. The judiciary police, in the sphere of its reform, has defined a category of economic and financial crimes that needs continued attention. Combating corruption, ensuring transparency and improving the State's public image will require that the human and institutional capacities of national entities tasked with monitoring public finance be strengthened.

E. Public administration reform and modernization

67. For the current reform of the public administration to be successful, it is essential to build the capacity of civil servants. Coordination in this sector, where many international partners are working, is crucial. Better management of the reform activities could be achieved by establishing a basket fund that would coordinate all initiatives for training civil servants to streamline public administration.

F. Social questions critical for peacebuilding

68. There is a relationship of cause and effect between social issues and stability in Guinea-Bissau. Support by the international community for funding of the second phase of the national poverty reduction strategy paper will make an important contribution to peacebuilding.

69. It is evident that more attention needs to be paid to social issues, in particular in the areas of health, education and food security, which lack budgetary financing

and coordinated interventions. Help in these areas should focus specifically on women and youth, with the implementation of long-lasting support mechanisms by strengthening training and facilitating access to microcredit, a key instrument for job creation, as is the practice in other countries of the subregion.

70. In the education sector, support for higher education should be a priority, as well as vocational training, fostering youth capacities and contributing to job creation.

71. In the area of gender equality, Guinea-Bissau should implement the recommendations of the Committee on the Elimination of All Forms of Discrimination against Women, particularly those relating to the need to adopt a legal framework for the Convention and its additional agreements.

72. The implementation of Security Council resolution 1889 (2009) of 5 October 2009, in particular paragraph 10, should be deemed a priority, in particular with respect to the detailed identification by the Government, in close cooperation with civil society, of the priorities and needs of women and girls and the related definition of a strategy for addressing challenges identified.

73. The emphasis on the needs of women should go beyond merely considering them in the context of the priority area of social issues that are critical for peacebuilding to include all areas of peacebuilding. Women represent more than half the population and have important perspectives that must be taken into account in decision-making processes.

74. Without social inclusion, there is no basis for consolidating peace in Guinea-Bissau. The Government should consider it a priority, in the medium term, to adopt mechanisms of social protection, in particular a sustainable scheme of social security, in order to minimize risks of conflict.

Annex

Implementation of mutual commitments of the Peacebuilding Strategic Framework: specific Government commitments

Adopted by the Peacebuilding Steering Committee on 10 December 2009

A. Elections and institution-building for the National Electoral Commission

Commitments	*Status*	*Next steps*
Strengthen the capacity of institutions responsible for the management of the electoral process, including in the preparation of an updated voter registry and in the performance of urgent and vital activities required to secure an adequate, efficient and peaceful electoral process in 2008.	Voter's roll updated one month before the legislative election of 16 November 2008. Electronic copies of voter's roll distributed to all running political parties.	Reach financial and administrative autonomy of the National Electoral Commission. National Electoral Commission to identify lessons learned from the electoral acts of 2008 and 2009. Adoption of a strategic plan for the National Electoral Commission. Professionalization and training of National Electoral Commission staff, including the executive secretariat.
Establish solid foundations for the long-term development of capacities related to the 2008-2010 electoral cycle, including presidential and local elections.	Both legislative election of 2008 and presidential election of 2009 acknowledged as being transparent, free and fair.	Preparation of future local elections, including through the adoption of relevant legislation.
Strengthen the ability of women and members of marginalized groups to play a meaningful role in the political processes of the country, both as voters and as candidates.	Civic education plan adopted and implemented, including awareness campaigns specifically targeting women. The different parties adopted a political platform, aimed at increasing women's participation in political decision-making and introducing a quota of 40 per cent of women within political parties.	Strengthening the electoral participation of women and youth, through sensitization campaigns. Strengthening the capacity of members of Parliament and media, through training events. Foster implementation of resolution 1325 of the Security Council particularly with a view to strengthening the capacities of networks of women's groups in civil society, women members of Parliament, women members of the military and women war veterans.

B. Measures to jump-start the economy and rehabilitate infrastructure, particularly in the energy sector

Commitments	*Status*	*Next steps*
Promote initiatives to diversify the economy, including in the field of agriculture, the processing of raw material, fisheries and tourism.	Supply of local fishing products to the local market improved. Fish price stabilizing on the market. Food security project approved for the regions of Gabu, Biombo and Tombali. Internet web page created for the Ministry of Tourism.	Implementing the strategic plan for the valorization of cashew nut, envisaging the installation of 50 cashew nut processing units. Effective control of the exportation of traditional fishing products. Improving maritime control. Establishment of a functional laboratory that certifies the origin of fishing products Supporting small initiatives in the area of agricultural transformation, including cooking oil and soap products. Creating stimulants for entrepreneurship. Including the centre for applied fishing investigation and control of fishing activities into the national budget.
Promote a more efficient and effective management of the electricity supply with a view to achieving equitable distribution of the country's limited electricity production.	Rehabilitation of national water and electricity company ongoing, in partnership with Senelec. Construction of two water dams ongoing within the Framework of the Gambia River Basin Development Organization (OMVG), through the Government of Guinea-Bissau co-partnership contribution of US$ 25 million.	Liberalization of the energy sector. Functional infrastructure for the distribution of electrical energy throughout the territory of Guinea-Bissau within the framework of OMVG. Regular supply of electrical energy extended to different regions of the country.

Commitments	*Status*	*Next steps*
Pursue measures for the reactivation of the economy, taking into account the poverty reduction strategy paper, in particular by expanding fiscal revenues, adding value to products and exports, creating employment opportunities and stimulating private-sector economic activity with a view to delivering immediate peace dividends.	Functioning one-stop-shop commission, intended to provide through the same window all State services that intervene in formalizing an enterprise. Conclusions of ongoing poverty reduction strategy paper monitoring report validated. Fiscal control improved.	An operational first one-stop-shop. A functional business incubator. Creation of an industrial park in Bissau. Creation of a support fund for small and medium-sized enterprises. Adoption of second poverty reduction strategy paper as a strategic document for poverty reduction and economic growth in Guinea-Bissau. Strengthening the capacities of the Ministry of Economy in terms of coordinating international aid.

C. Security and defence sector reform

Commitments	*Status*	*Next steps*
Maintain the political will to undertake the necessary reforms in the security and defence forces, as outlined in the national security sector reform plan, with the support of international partners, including through the resizing of personnel and the definition of clear prerogatives and mandates.	Various steps made by the Government to implement the national plan of reform in the security sector, through the approval of many laws, including statutes of the Armed Forces and the Organic Law of the Armed Forces. Mandate of the European Union mission on security sector reform extended by six more months. Praia round table discussed a plan of action for security sector reform. Support provided to the Armed Forces by ECOWAS through the payment of salary arrears and provision of vehicles and means of communication.	Approval by the Government of the essential laws needed for the implementation of security sector reform. Pensions fund operational. Preparation, review and adoption of a plan of action by the numerous partners of security sector reform. Presentation of concrete proposals to the sectorial round table of donors for financing. Adopting a study on the conception of a retirement system for the Armed Forces and police forces.

Commitments	*Status*	*Next steps*
	Study on the conception of a retirement system for the Armed Forces completed.	Strengthening institutional technical capacity of the ministries involved in security sector reform.
	Interministerial Committee of Women of Defense and Security Sector created.	Increasing women's participation in reform.
		Defining an integrated communication strategy on security sector reform.
Ensure that appropriate training is given to the streamlined security forces, including through the rebuilding of a national military and police academy.	Within the framework of the different bilateral cooperations, a number of workshops conducted in Bissau and abroad for military and police forces.	Adoption of a uniform curriculum for the training of the streamlined Armed Forces.
		Creation of Military Academy.
	Partial rehabilitation of basic instruction centre of Cumere completed.	Creation of Police Academy.
	Project for the creation of a police academy reached study phase.	Rehabilitating the training centre and making it function in ways that secure regular conscription of new recruits.
		Training of a regular number of trainers in response to the need for local training of streamlined military and police forces.
		Training of streamlined Armed Forces in the field of engineering, medicine and cattle breeding, technology and law.
Maintain follow-up action with respect to the implementation of disarmament, demobilization and reintegration pertaining to the military, veterans of the national liberation struggle and security forces.	Censuses of military forces and war veterans completed.	Validating the results of the census of war veterans by the Government.
	Ongoing study of earlier processes of disarmament, demobilization and reintegration to make recommendations for the current process.	Completing census of security forces.
		Demobilizing the military in stages (2009-2015).
		Providing incentives for the integration of the demobilized military and police forces into civil life.

Commitments	*Status*	*Next steps*
		Technical vocational training and other mechanisms for reintegration and reinsertion of demobilized military and police forces.
Mobilize all efforts to collect small arms and light weapons, and promote mine action and the destruction of unexploded remnants of war as measures to restore security and stability among the national population.	Workshops conducted to disseminate the results of the research INEP conducted in the regions between February and September 2009. Report prepared by the Demining Action Commission on the status of mines in Guinea-Bissau. Ongoing rehabilitation of the headquarters of the National Commission for Combating the Proliferation of Small Arms.	Strengthening sensitization campaigns on the need to collect small arms and light weapons. Strengthening the staff of the National Commission for Combating the Proliferation of Small Arms. Finalizing and approving a national plan of action (2010-2014) on small arms and light weapons. Adopting financing of the Anti-mines Strategic Plan (2010-2011). Cleaning up all known minefields by 2011 to abide by the obligations of the mine-ban convention. Cleaning up 75 per cent of known areas that have unexploded ordnance from the war by December 2011. Implementing in Bissau a pilot project for the voluntary collection of arms, and defining the methodology to be replicated nationwide. Ratification by the National Assembly of the ECOWAS convention on small arms and light weapons.

D. Strengthening the justice sector, consolidation of the rule of law and combating drug-trafficking

Commitments	*Status*	*Next steps*
Strengthen existing judicial mechanisms and institutions, including through the establishment of functioning regional tribunals and detention facilities, in particular in order to build judicial capacity, including the provision of basic legal services throughout the country.	Ongoing rehabilitation of the prisons of Bafata and Mansoa.	Establishment of judiciary police in Bafata, Bubaque, Canchungo, Gabu, Bissau and Catio.
	Ongoing rehabilitation of regional tribunals of Bafata and Gabu are ongoing.	Rehabilitating the eight regional tribunals.
	Ongoing studies for the rehabilitation of the regional tribunals of Bissau and Cacheu.	Identifying and rehabilitating housing for the magistrates.
	Buildings for regional registry offices identified.	Creating free legal support offices for the most vulnerable people.
	Law of access to justice and judicial sponsorship approved.	Rehabilitation of prisons in Canchungo and Bissau.
	Ongoing study on the mechanisms of traditional justice (customary law) in six ethnic groups, for eventual codification in rules that will be used and disseminated in the district tribunals.	Recruitment and training of prison guards and directors of prisons.
		Installing regional registry offices and making them operate.
	Selection of registrars completed and their training ongoing.	Approving the review projects.
	Ongoing review of the Criminal Law and Criminal Law Code.	Establishment of a national judiciary training centre to provide in-service training for magistrates.
	Quarterly training of magistrates in Guinea-Bissau completed.	Strengthening the technical and institutional capacity of the Ministry of Justice.
	18 magistrates trained in the Center for Judiciary Studies in Lisbon.	
	Technical and institutional training workshops conducted for the Ministry of Justice.	

Commitments	*Status*	*Next steps*
Streamline the country's numerous security forces, and ensure a clear differentiation of their mandates and reporting lines with a view to normalizing relations between relevant line ministries.	Ongoing plan of legislative reform, including the review of the organic law of the judiciary police, the organic law of criminal investigation, the organic law of the Office of the Attorney-General, the statute of the collective of magistrates of the Office of the Attorney-General, the organic law of the Ministry of the Interior, the organic law of the Guinean National Guard and the organic law of the Public Order Police. Ongoing census of police forces. Ongoing restructuring of judiciary police. 157 new agents, inspectors, securities, experts and support technical staff of the judiciary police trained and working. In-service training and ongoing training of 54 agents, inspectors and technical support staff of the judiciary police.	Editing special bulletins on reform in the judicial sector following the promulgation of the package of basic laws on judicial reform. Completing census of police forces. Strengthening coordination between security sector reform and reform of the justice sector. Creating the Judiciary Coordination Council. Adopting the organic laws of the public order police and the Guinean National Guard. Completing the review of the organic law of the judiciary police. Establishing a clear distinction between the competencies of the judiciary police and those of the public order police in terms of criminal investigation. Ensuring that the rules and regulations of the functioning of the detention centres are complied with. Strengthening the means, equipment and facilities of the streamlined police forces.
Ensure the full implementation of the Anti-Narcotics Operational Plan 2007-2010	General directorate of judiciary police installed in a new headquarters. Judiciary police activities to combat drug-trafficking extended, restructured and re-equipped.	Strengthening criminal investigation by the judiciary police, in particular by providing telephone-bugging devices, a forensic laboratory and equipment for the monitoring and surveillance unit.

Commitments	*Status*	*Next steps*
	Coordination meetings relating to criminal investigation held between the Office of the Attorney-General and judiciary police. Integrated information system for judiciary police established.	Strengthening coordination between the Office of the Attorney-General and the judiciary police in the area of criminal investigation. Constructing a high-security prison in Guinea-Bissau.

E. Public administration reform and modernization

Commitments	*Status*	*Next steps*
Create and launch a computerized system of public administrative management, including a control of salary payments.	Ongoing procurement of equipment and rehabilitation of facilities where the data centre will be based.	Creating the regulatory framework and installing the data centre. Forming the team of technicians. Training personnel to manage the data centre. Paying salaries through bank wire transfer and the new computerized system.
Conduct a census of all State personnel and identify the appropriate number of public servants needed to satisfactorily deliver services to the population, with due respect for the financial capacities of the State.	Biometric census of State agents completed.	Completing data processing for civil servants census. Reviewing the organic laws of different ministries and secretaries of State. Establishing a framework for the personnel of ministries and State secretariats. Educating and training redundant civil servants.

Commitments	*Status*	*Next steps*
Establish a system of pensions for retired public servants.	Terms of reference for study on reform of the general regime of pensions completed.	Implementing a study on the reform of the general regime of pensions. Developing lessons learned from the study conducted for the establishment of a pension fund in the context of security sector reform. Government approval of the general regime of pensions. Mobilizing resources for the establishment of the general regime of pensions.
Prepare and carry out a development plan for the capacity-building of human resources, including the rehabilitation of the installations of the Centre for Administrative Training and the establishment of a national school of administration and magistrature.	Programme designed for the reform and strengthening of the capacity of public administration. Study developed for the transformation of the Administrative Training Centre (CENFA) into a national school of administration (the Bissau Faculty of Law will continue to train candidates for the legal profession).	Adoption by the Council of Ministers of a programme to reform and strengthen the capacity of public administration. Securing technical and financial assistance for CENFA in the areas of training and management. Beginning the training of civil servants in the National School of Administration in 2010.

F. Social questions critical for peacebuilding

Commitments	*Status*	*Next steps*
Take measures to facilitate the access of vulnerable social groups to health and education facilities by rebuilding the infrastructure in these sectors, and improve the functioning of the sanitation system with a view to mitigating the risk of social unrest and relapse into conflict.	115 health professionals trained and assigned to primary health-care establishments in the different regions. Ongoing construction of health centres in Bissau (3), Biombo (1), Quinara (1) and Bolama (2). National plan of sanitation development (by 2017) designed. Isolation allowance paid to health professionals.	Adoption by Government of national sanitation development plan (by 2017). Reinforcing stock of medicines by institutions that deliver basic health services. Implementing the human resources development plan of the health sector. Improving access to health care through the implementation of the "Advanced Strategy".

Commitments	*Status*	*Next steps*
	Food security fostered in learning establishments through school canteens.	Building housing for health sector professionals assigned to the most remote areas.
	Education Policy Charter (2009-2020) and related plan of action adopted by the Government.	Reactivating the monitoring and evaluation system of the health sector.
	Law of Higher Education approved by the sGovernment.	Adopting the Education Sector Plan in the first semester of 2010.
		Mobilizing financial resources to implement the education plan of action and Education Sector Plan.
		Strengthening the construction of education infrastructures.
		Strengthening the capacity-building of teachers.
		Implementing the national alphabetization plan for adults.
		Improving the management of information and planning for the education sector.
		Adopting a training plan for management staff, including school directors.
		Reinforcing human and financial resources relating to inspection of the education sector.
		Introducing settlement and isolation allowances in the education sector.
		Increasing the access to drinkable water and basic sanitation coverage rate.
Support the work of such organizations as the National Institute for Women and Children.	Ongoing training of the personnel of the Institute on the protection of women and children.	Continuing capacity-building activities and ensuring the protection of woman and children.
		Developing the human resources of the Institute.

Commitments	*Status*	*Next steps*
	Policies and strategies for strengthening the child protection system developed (i.e., National Social Protection Strategy for Vulnerable Children, national guidelines for the monitoring and treatment of children in residential systems).	Ensuring that the plan of action for implementing the social protection policy and the strategy for vulnerable children (including children affected by HIV/AIDS) are implemented across sectors.
	Internet connection provided and staff trained.	
Promote a policy for the insertion of youth in employment opportunity initiatives, professional training and support for employment generation in rural and urban areas, including by developing the capacity of the National Youth Institute to improve management and follow-up concerning professional and vocational training and employment for youth.	Ongoing training of technicians of the Institute to strengthen their support for youth associations.	Adopting a national youth policy.
	Ongoing technical vocational training in priority areas.	Preparing and approving a law on volunteering and a volunteer statute.
	Implementation of a project allowing the access of youth to microcredit.	Strengthening the means made available to the National Youth Institute.
	Ongoing rehabilitation of the Industrial Training Centre (CENFI).	Strengthening the capacity of the technicians of the Institute in the fields of project design and management, information technology and conflict management.
		Preparing and holding the Fifth National Conference of the Youth (2010).
		Strengthening training actions to create jobs among youth.
		Strengthening projects that provide young entrepreneurs with access to microcredit.